



The Beacon



By and for first responders

COMMUNITIES IN ACTION

Exemplary Practices in WMD Preparedness Planning

Representatives from the National Domestic Preparedness Office (NDPO) recently briefed the Attorney General's Office regarding the exemplary practices of several communities.

Montana -

The Montana Department of Emergency Services hosted a conference in December attended by public safety representatives from Colorado, Utah, Idaho, and Oregon. The conference also included participation by the Native American community.

The conference title was "Tell it like it really is!" The conference focused on identifying existing response systems within the region and developing practical strategies incorporating those systems in order to prepare the communities against WMD terrorist attacks.

Tom Kuker, Director, NDPO addressed the conference regarding the role of the NDPO as coordinator of federal programs and facilitator for the state and local community. Mr. Kuker was joined by representatives from the Center for Domestic Preparedness, U.S. Army, Montana Public Health, Louisiana State University and the Federal Bureau of Investigation. Each representative provided a briefing regarding their agency's role in preparedness and response.

Utah -

The Attorney General's Office was also briefed regarding the establishment of the Utah Center for Domestic Preparedness (UCDP). The Utah Department of Public Safety, Division of Comprehensive Management (CEM), supported the State's creation of the UCDP within the CEM.

The UCDP was created by Executive Order of Utah Governor Michael O. Leavitt and mirrors the organizational structure of the NDPO. Section I of the Executive Order states that "The Division of Comprehensive Emergency Management within the Department of Public Safety is designated as the single point of contact for, and the state counterpart to, the federal National Domestic Preparedness Office, and in this role the division constitutes the Utah Center for Domestic Preparedness." The UCDP will be responsible for coordinating and integrating all federal assistance programs within Utah. It will be the function of the new office to ensure that federal and state WMD efforts are in harmony and represent the most effective and cost-efficient support to the state and local emergency management and first response community.

Tom Kuker and Jerry Wheeler of the NDPO briefed state, county, and local emergency program managers and representatives from the Utah Emergency Management Agency about the coordinating role of the NDPO. The group discussed the formation of the UCDP and the need for close coordination with the NDPO. The

UCDP's major role will be in coordinating state WMD planning initiatives through the implementation of strategies incorporating existing systems, expanding on those systems and facilitating resources from federal sources.

NEW LOCAL OFFICIALS GUIDE TO DOMESTIC TERRORISM PUBLISHED

The National League of Cities, through its Public Safety and Crime Prevention Steering Committee, released the second edition of the *Local Officials Guide to Domestic Terrorism*. It is an excellent resource for municipal leaders and their staffs.

Mr. Brett Smith and Ms. Laura Antkowiak, from the University of Notre Dame, and Ms. Emily Angyus from Indiana University worked closely with Mr. Gary Rohen of the National Domestic Preparedness Office (NDPO) in Washington, D. C. on the accurate depiction of federal preparedness assets available to the local jurisdictions in a terrorist incident. The guide was designed to take the user " ... through the maze of federal programs and funding that deal with this timely and important subject."

The guide lays out the seven dimensions of the NDPO's planning component and specifically identifies the resources available from the federal partners through the NDPO functional areas. It provides an excellent discussion on the reasoning behind, and purpose for the NDPO. It also includes valuable background information on the Attorney General's *Five-Year Interagency Counter-Terrorism and Technology Crime Plan*.

The guide challenges local officials to: 1) take advantage of what is available, 2) evaluate their city's level of preparedness, 3) be attentive to the political debate on domestic preparedness, and 4) work with their neighboring jurisdictions in a regional approach to planning.

The NDPO points to the National League of Cities' *Local Officials Guide to Domestic Terrorism* as an example of the need for coordination regarding WMD preparedness initiatives through the implementation of strategies that expand and incorporate existing, successful systems. For more information, please check out the National League of Cities website at www.nlc.org.

THE DEPARTMENT OF JUSTICE'S OFFICE OF JUSTICE PROGRAMS



The Office of Justice Programs (OJP) was created in 1984 to provide federal leadership in developing the nation's capacity to prevent and control crime, administer justice, and assist crime victims. OJP carries out this mission by forming partnerships with other federal, state and local agencies and national and community-based organizations to develop, operate, and evaluate a wide range of criminal and juvenile justice programs. Since 1984 the Office of Justice Programs has provided federal leadership in developing the nation's capacity to prevent and control crime, improve the criminal and juvenile justice systems, increase knowledge about crime and related issues, and assist crime victims. OJP's senior management team - comprised of the Assistant Attorney General (AAG), the Deputy Assistant Attorney General (DAAG), and the five bureau heads - works together with dedicated managers and line staff to carry out this mission.

Bureaus - The Assistant Attorney General is responsible for overall management and oversight of OJP. The AAG sets policy, ensures that OJP policies and programs reflect the

priorities of the President, the Attorney General, and the Congress. The AAG promotes coordination among the bureaus and offices within OJP. The bureaus are the Bureau of Justice Assistance, the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

Program Offices - OJP also includes the Violence Against Women Office, the Executive Office for Weed and Seed, the Corrections Program Office, the Drug Courts Program Office, the Office for State and Local Domestic Preparedness Support, the Office of the Police Corps and Law Enforcement Education. OJP's American Indian and Alaska Native (AI/AN) Affairs Office, coordinates AI/AN-related programmatic activity across the bureaus and program offices and serves as an information resource center for American Indian and Alaskan Native criminal justice interests.

Office for State and Local Domestic Preparedness Support

As one of the six program offices within OJP, the Office for State and Local Domestic Preparedness Support (OSLDPS), is responsible for enhancing the capacity and capability of state and local jurisdictions to respond to incidents of domestic terrorism involving chemical and biological agents, radiological and explosive devices, and other weapons of mass destruction (WMD). OSLDPS is the Justice Department agency responsible for the delivery of training, equipment funding, and technical assistance aimed at enhancing the capabilities of state and local emergency response personnel to better plan for, and respond to, incidents of domestic terrorism. In supporting state and local jurisdictions, OJP works in close coordination with the National Domestic Preparedness Office (NDPO), which has been proposed as the single federal coordinating office for the many programs providing domestic preparedness assistance to state and local jurisdictions.

Mission - A critical part of OJP's mission in the area of counter terrorism and domestic preparedness is to closely coordinate these efforts with the National Security Council (NSC), the FBI's Weapons of Mass Destruction Counter-Terrorism Center, other federal agencies including the Department of Defense (DOD), the Federal Emergency Management Agency (FEMA), the Department of Health and Human Services (HHS), the Environmental Protection Agency (EPA), and the Department of Energy (DOE). OJP will continue to work together with these agencies through the NDPO, and its partners in the state and local levels, to counter terrorism and ensure domestic preparedness.

Agency Support - Seven other offices within OJP provide agency-wide support. They are the Office of Congressional and Public Affairs, the Office of Administration, the Equal Employment Opportunity Office, the Office for Civil Rights, the Office of Budget and Management Services, the Office of the Comptroller, and the Office of General Counsel. The General Counsel's office is playing a lead role in the work of OJP's Executive Council (Information Technology), which is developing a coordinated grant funding strategy to enable state and local governments to implement compatible technologies that serve the collective needs of many criminal justice components without duplication or unintended system overlap. Additionally, the National Criminal Justice Reference Service (NCJRS) provides information services in support of the bureaus and program offices.

Other Components - Other OJP components contribute to the effort of enhancing the capabilities of state and local jurisdictions to build, sustain and institutionalize a comprehensive, coordinated strategy to prevent, deter, effectively respond to, and manage incidents of domestic terrorism. For example the Bureau of Justice Assistance sponsors training for state and local law enforcement officers and prosecutors to increase their understanding of domestic terrorism and the

organizations and individuals who commit terrorist acts. The National Institute of Justice supports the development of counter terrorism technology and equipment, and the Office for Victims of Crime provides resources for U.S. citizens who are victims of domestic or international terrorism. As a member of the NDPO, OJP is represented by the Office for State and Local Domestic Preparedness Support (OSLDPS), who supports the activities of the other Bureaus and offices within OJP.

In 1998, at the request of Congress, the Attorney General prepared a 5 - year plan outlining the Justice Department's strategy for improving federal, state and local response to terrorism. As part of this overall framework, in June 1998, the Office for State and Local Domestic Preparedness Support (OSLDPS) and its national training center, the Center for Domestic Preparedness (CDP), were created within OJP. The Center for Domestic Preparedness at Fort McClellan is currently the only facility in the free world where training using live agents is available. CDP provides the kinds of hands-on training state and local responders need to plan for and respond to incidents involving WMD. OJP has also provided support to a National Domestic Preparedness Consortium for training which includes Texas A&M, Louisiana State University, the New Mexico Institute of Mining and Technology, and the Nevada Test Site, as well as Fort McClellan. In addition, OSLDPS provides funding to help state and local agencies purchase equipment needed to respond to terrorist events.

Grant Programs - In August 1999 OJP was pleased to announce the distribution of grant applications for the FY 1999 County and Municipal Agency Domestic Preparedness Equipment Support Program. Upon approval of the grant applications, OJP will distribute FY 1999 funding to provide the maximum number of communities with a basic defensive capability to respond to domestic terrorism incidents. This program ensures that first responders are properly equipped and prepared to respond to

incidents of domestic terrorism involving chemical and biological agents, as well as radiological and explosive devices. This program will provide grants to the 157 largest cities and localities, to procure personal protective, chemical, biological and radiological detection and communications equipment in accordance with the FY 1999 Authorized Equipment Purchase List.

In addition to the FY 1999 **County and Municipal Agency Domestic Preparedness Equipment Program**, OSLDPS is near completion of the FY 1999 **State Domestic Preparedness Equipment Program** guidelines and application kits. OJP estimates the applications will be sent to the gubernatorial designated state agencies by the end of January, 2000. Through the FY 1999 State Domestic Preparedness Equipment Program, OSLDPS, in coordination with the NDPO, is providing funds to states for the purchase of specialized equipment for fire, emergency medical, hazardous materials response services, and law enforcement agencies. These funds will be used to enhance the capabilities of states and local units of government to respond to acts of terrorism involving chemical and biological agents, as well as radiological, nuclear, and explosive devices.

The FY 1999 State Domestic Preparedness Equipment Program is intended to build first responder capabilities to respond to incidents of domestic terrorism at the local level. As such, the states are encouraged to provide the majority of the funds in this program to local units of government. The receipt of funds under the FY 1999 **State Domestic Preparedness Equipment Program** by each state is contingent upon the completion of two requirements: 1) the submission of the application, and 2) development of a Needs Assessment and Statewide Domestic Preparedness Strategy.

Risk and Needs Assessment - In an attempt to ensure effective local response capabilities, and to properly assess the roles of state and local

governments in funding local response capabilities, OJP, in coordination with the NDPO will assist gubernatorial designated state to develop statewide risk and needs assessments. These assessments will guide the future allocation of equipment and other resources. Regional approaches will be suggested for the point of assessment and allocation of funds, consistent with existing mutual aid agreements. Contained within the FY 1999 State Domestic Preparedness Equipment Support Program, will be a state threat, risk and needs assessment tool. These assessments will serve as the basis for the guidance of future domestic preparedness efforts to identify and justify how they will spend any future grant funds for the 3 year period FY 1999 - FY 2001. The state plans, which will address the current status and future needs of each state for first responder equipment, training, and exercises, will be used by the states to identify and justify how they will spend any future grant funds. In addition, grant funding will be set aside for the provision of technical assistance and training. This plan is a cooperative process involving the FBI, OJP and CDC. This package will be delivered by the Federal Government to ensure that the states address their factors of risk, threat, public health capacity, need for training, equipment, exercises and technical assistance through a national program that is built on a coordinated effort by the Federal government down to state and local agencies. Congress and OJP anticipate that these assessments will act as the foundation for future federal domestic preparedness support and will provide a critical baseline of threat, risk and need to guide state policy decisions.

FY 2000 - In fiscal year 2000, OJP will build on the efforts of the County / Municipal and the State grant packages to implement a comprehensive program that provides a continuum of assessment, equipment, training, practical exercises, evaluation, and technical assistance to better assist and prepare state and local jurisdictions to more effectively respond to terrorist incidents.

For up-to-date information on individual program solicitations or application kits on OSLDPS programs, see the OJP Webpage at www.ojp.usdoj.gov/osldps/, or call the National Criminal Reference Service (NCJRS) at 1-800-851-3420.

THREAT AND RISK ASSESSMENT FEEDBACK

In November, 1999, the NDPO and FBI chose Cedar Rapids, Iowa, and Baton Rouge, Louisiana as test beds for the Threat/Risk Assessments referenced in this month's OJP article. The following letter was written by the Honorable Lee R. Clancey, Mayor, Cedar Rapids, Iowa in response to the threat assessment efforts that took place in his city.

December 20, 1999

I wanted to personally thank you for choosing Cedar Rapids as a test site for the NDPO/FBI Threat Assessment Instrument. The session was conducted on November 9th and 10th to a group of our emergency responders. This two-day session was extremely beneficial to Cedar Rapids preparedness as well as offering an opportunity to test the developed instrument on a jurisdiction.

The instrument received accolades from the law enforcement responders present for the session. They said that the instrument provided a thoroughly useful planning tool for use at the jurisdiction level. The aspect of the Federal government listening to what a jurisdiction has to say about a process before it is evoked was much appreciated by all here in Cedar Rapids. This Threat Assessment Instrument is much appreciated as a Federally designed product made for the jurisdictions. We now have a structure to use in understanding the threat that exists to Cedar Rapids, and we can do it ourselves.

Thank you again for having faith in Cedar Rapids to give you frank and candid comments on such an important document for the Nation. We continue to be proud of what we have accomplished and continually strive for improvement.

Sincerely,

*Lee R. Clancey
Mayor, Cedar Rapids, Iowa*

JOINT TASK FORCE – CIVIL SUPPORT AND WMD PREPAREDNESS

The Department of Defense has a long history of supporting the nation at home when human emergencies arise. Under the Federal Response Plan, when disasters like hurricanes, floods, or fires, occur, DoD provides hundreds of thousands of person-hours and equipment to support the federal consequence management response. For natural disasters such as these, DoD primarily uses existing headquarters that don't specialize in these actions to work the consequence management activities needed to recover from the crisis. However, with threat of domestic terrorism on the rise, DoD has had to redefine -- it will provide support in response to a domestic terrorist threat. This change is necessary because an attack on America's soil, using chemical, biological or nuclear, weapons of mass destruction requires planning, training and expertise.

The President, in the 1999 Unified Command Plan, assigned U.S. Joint Forces Command the responsibility for providing consequence management assistance to civilian authorities following a weapon of mass destruction incident within the continental U.S., its territories and possessions. In response, on Oct. 1, 1999, U.S. Joint Forces Command established Joint Task Force Civil Support in Norfolk, Va. As part of DoD's overall effort in support of Presidential Decision Directive 62: Combating Terrorism, Joint

Task Force Civil Support is a standing unit that ensures DoD assets are prepared to respond to requests for support in a time of national crisis.

In an event, when requested by a Lead Federal Agency and approved by the Secretary of Defense, Joint Task Force Civil Support supports the civilian Lead Federal Agency designated to be in charge of the event -- usually the Federal Emergency Management Agency in a consequence management situation. Joint Task Force Civil Support's mission is to provide a command and control element to orchestrate the deployment of DoD assets.

On a day-to-day basis, Joint Task Force Civil Support develops weapon of mass destruction consequence management doctrine, conducts training, participates in interagency exercises, develops and reviews DoD plans, and determines personnel, units and equipment needed to meet response requirements. Through routine operations, Joint Task Force Civil Support increases its level of knowledge and expertise and improves DoD's capability to perform a consequence management mission in support of a the Lead Federal Agency.

Joint Task Force Civil Support's responsibilities are performed under existing federal law which provides for specified and limited military involvement in states as well as U.S. territories. Throughout any scenario, civilian disaster relief or law enforcement officials will remain in charge. In general, federal military involvement must be in accordance with U.S. law, at the request of the governor of the state or U.S. territory, or authorized by the President or Congress. The Posse Comitatus Act and implementing DoD policies prohibit the use of military personnel in law enforcement functions such as search, seizure, and arrest, except when expressly authorized to do so by the Constitution or statute.

Brigadier General Bruce M. Lawlor is Joint Task Force Civil Support's first commander. He comes to this position from the Deputy Director for Military Support, Office on the

Department of the Army at the Pentagon. Lawlor, an Army National Guard officer, is a lawyer with 22 years of litigation experience. He also has served in the Vermont Legislature.

“When we are finished building Joint Task Force Civil Support, it will be unique within all the services.” Lawlor said. “Our challenge is to focus our warfighter skills and training on the needs of federal, state, and local civil authorities during times of crisis. To be successful we must be sensitive to and understand their concerns. If we all work together, I know we can do exactly that and at the end of the day, we can all stand a little taller for having made the effort. It’s great to be part of the team,” he added.

US MILITARY AND DOMESTIC LAW ENFORCEMENT

USA Today recently published an article implying that the Defense Department is seeking an active role in domestic law enforcement. In response to the article, Mr. John J. Hamre, Deputy Secretary of Defense, wrote a letter to the **USA Today** indicating the article’s assumption is absolutely wrong.

Mr. Hamre states in his letter that the Defense Department has a proper role to play in preparing the country for a terrorist attack involving chemical or biological weapons. The Defense Department accomplishes its WMD preparedness mission by supporting the lead federal agencies (Department of Justice and Federal Emergency Management Agency) in their efforts. The Department’s efforts to date, including special National Guard teams that will advise and assist communities upon request and the training of local emergency responders under a program mandated by Congress and now being transferred to the Justice Department, remain consistent with this supporting role.

Mr. Hamre also stated that there are no plans to create a “Homelands Defense Command” or any other military institution to oversee civilian-led response efforts.

The new Joint Task Force-Civil Support is specifically tailored to coordinate only the military component of such an effort, to support state and local authorities and the lead federal agency.

Mr. Hamre finally asserted that the law and the Defense Department’s implementation policies are clear – the military is not to conduct domestic law enforcement and will support local law enforcement agencies only when explicitly authorized to do so. Moreover, a long history of successful military support to communities ravaged by disasters such as Hurricane Floyd is clear.

“The American people need not fear our preparations. The greater threat to our civil liberties stems from the aftermath of an attack for which we had failed to prepare,” wrote Mr. Hamre.

“NO GO” FOR ESCAPE MASKS

The Technical Support Working Group (TSWG) has updated the status of escape mask testing. Escape masks are intended to be used for safe egress from hazardous liquid and vapor chemical environments. As a result of the numerous requests from Unified Commands for QuickMaskII® under the Readiness Initiative Fund, the TSWG initiated the testing program.

Based on testing conducted by the U.S. Army Edgewood Chemical Biological Center, Aberdeen Proving Ground, MD, the mask does not provide adequate protection against HD (mustard), GB (sarin), and CK (cyanogen chloride). The TSWG strongly recommends that agencies not use QuickMask II® in a vapor or liquid chemical environment. The vendor, Fume Free, Inc., has been briefed on the results. The TSWG understands that Fume Free intends to design and fabricate another version that addresses the mask’s shortcomings.

WEBSITE OF THE MONTH

This month's featured website is the Johns Hopkins University Center for Civilian Biodefense Studies located on the Internet at www.hopkins-biodefense.org. The center fosters the development of national and international medical and public health policies and structures to protect the civilian population from bioterrorism.

The center's site offers the emergency responder many different research tools, including agent fact sheets, case studies, and a calendar of events. The site also features published materials, including the Biodefense Quarterly, Congressional testimonies, and various articles on bioterrorism.

A LETTER FROM NDPO DIRECTOR THOMAS KUKER

NDPO Director Thomas M. Kuker has forwarded an end of the year letter thanking all stakeholders, FBI SACs, and principals in the federal government for their support during the past year.

The National Domestic Preparedness Office (NDPO) is finally a fully authorized office. The President of the United States signed legislation in November approving the NDPO. This action, approximately thirteen months after the Attorney General first proposed the office, provides the authority we have needed to begin doing much of the work you have asked us to do and in the forum you have asked.

Although our first year has had many peaks and valleys, we were able to attain a number of significant milestones. Some of our federal partners have assigned personnel to the NDPO and we work side-by-side. We are still housed at FBI Headquarters, but are exploring the possibility of outside space. Our draft "Blueprint" should soon clear Congress and the State and Local Advisory Committee is in the

final stages of approval. We have begun the staffing process, however we are not yet at our desired strength. While we have been successful in laying the foundation for the NDPO, the real work is just beginning.

The NDPO recognizes that information sharing must be one of our primary missions as an office and will work diligently throughout 2000 to ensure that all responders have access to the latest and most complete information regarding domestic preparedness.

From all of the partners and staff of the NDPO we thank you for all your work and wish you and yours a prosperous, safe, and a Happy Holiday Season.

Best Wishes,

Tom Kuker
Director
National Domestic Preparedness Office

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